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ABSTRACT

A project investigated strategies that facilitated linkages between planning and evaluation as well as articulation across secondary and postsecondary levels in vocational education. The methodology included a literature review, two surveys of states regarding the linking of planning and evaluation, and analyses and examples from three case studies conducted in a western, a midwestern, and an eastern state. Survey data revealed five structures accounting for the majority of state administrations: (1) separate secondary and postsecondary boards linked primarily by funding; (2) combined administration under one vocational division; (3) separate vocational, secondary, and higher education divisions; (4) separate secondary and postsecondary boards with formal planning procedures and committees; and (5) separate state board for vocational education programs. Although no one structure appeared best to accommodate planning and evaluation linkages, the fourth represented an effort to make planning and evaluation a more coordinated process. The following strategies had the potential to aid the linking of planning and evaluation: major event (change initiative); policy focus or mission statement; leadership; administrative commitment; interagency cooperation; regionalization; planning/evaluation and data systems; and comprehensive approach to vocational education. (Appendixes include a list of 10 references, a brief report on state surveys and case studies of research methodologies, and a strategies checklist.) (YLB)

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National Center for Research in Vocational Education

University of California, Berkeley

STRATEGIES FOR LINKING PLANNING AND EVALUATION IN VOCATIONAL AND TECHNICAL EDUCATION

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EXECUTIVE SUMMARY

Substantive planning and comprehensive evaluation in vocational education are not clearly linked in most states. The intent of this document is to suggest strategies that will facilitate linkages between planning and evaluation as well as articulation across secondary and postsecondary levels. The following information is based on a review of literature, surveys of states, and examples from three case studies. Some positive impacts of planning and evaluation linkages include a commitment to vocational education at all levels, cooperation and coordination among providers of vocational education, and improved funding utilization.

A major question in the surveys addressed the actual location of secondary/ postsecondary vocational administration. The following five structures account for the majority of state administrations:

1. Separate secondary and postsecondary boards linked primarily by funding;

2. Combined administration under one vocational division;

3. Separate vocational division, secondary division, and higher education division;

4. Separate secondary and postsecondary boards with formal planning procedures and committees; and

5. Separate state board for vocational education programs.

While no one structure appears to best accommodate planning and evaluation linkages, that noted in #4 above represents an effort to make planning and evaluation a more coordinated process.

The survey data and case studies indicate that several elements have the potential to aid the linking of planning and evaluation. These include the following:

1. *Major event (change initiative)*
   Events identified in the case studies ranged from a legislative mandate for program improvement to a project to develop statewide expectations for the future.

2. *Policy focus or mission statement*
   For linkages to develop, a clear policy or mission statement must guide the educational programs.

3. *Leadership*
   Strong leadership builds support for change.

4. *Administrative commitment*
   Strong commitment, especially of the state department staff, brings linking goals into reality.

5. *Interagency cooperation*
   Cooperation is necessary not only at the state level, but across agencies and community-based organizations at the local level, as well.

6. *Regionalization*
   One form of linking and articulation used in all three case study states is regionalization. Such an approach can help in moving toward improved articulation and coordination between secondary and postsecondary education.

7. *Planning/evaluation and data systems*
   All three case study states have in-depth data systems and have extensive evaluation procedures for analyzing the data collected.

8. *Comprehensive approach to vocational education*
   The case study states have vocational administrative structures that facilitate coordination and cooperation across the service areas within vocational education.

As one associate superintendent noted, a properly designed and executed planning and evaluation process would improve vocational education.

INTRODUCTION

Planning and evaluation are typically viewed as two entities—each with its own language, practices, and professional communities. Vocational education is no exception to this phenomenon with planning and evaluation often being carried out by different departments or different personnel within an agency (Asche, Strickland, & Elson, 1988). In this document, planning and evaluation are viewed as two interdependent entities that, when linked, form one dynamic process.

Federal vocational legislation has placed increasing emphasis on assessment, planning, and evaluation since the 1976 Vocational Education Amendments. Brannon (1985) summarized this evolution in requirements as a shift from a focus on quantity to an increasing focus on quality of vocational programs. Such requirements move beyond simple assessment (i.e., counting) and imply the need for a more interactive relationship between planning and evaluation functions. States responded by developing a myriad of models, systems, and procedures for the generation, collection, and analysis of labor market, enrollment, programmatic, and follow-up data. Since most states appear to have some systematic approach to both planning and evaluation in place (Asche, 1985; Edington & Cruikshank, n.d.), one might assume that all is well in the planning and evaluation arena.

Unfortunately, most planning systems focus on operations and administrative planning. The evaluation systems tend to be compliance oriented (Asche, 1985). Purposive, functional links between substantive planning and comprehensive evaluation do not exist in most states (Strickland & Asche, 1987). Vocational education is not alone in its struggles with linking planning to evaluation. Such linking is particularly critical, however, in vocational education. Vocational education must constantly meet the challenges posed by rapidly changing client populations, technology, funding, state and federal policy initiatives, and by the need for articulation horizontally among schools, agencies, and localities and vertically between localities, state agencies, and secondary and postsecondary institutions. Some of the positive impacts of effective linking include a commitment to vocational education at all levels, cooperation and coordination of secondary and postsecondary programs, and improved funding utilization.

The intent of this document is to provide strategies and suggestions to aid in the development of linkages between planning and evaluation as well as to foster articulation across secondary and postsecondary levels. The original plan for this project called for the development of one or more models for linking planning and evaluation in vocational education. It became clear as the research activities progressed that considerable variance exists in the ways vocational education is organized and administered within the states. The organizational structure is a primary factor in governing the agencies and personnel responsible for planning and evaluation. Often, planning is completely independent of evaluation in terms of the administration and personnel responsible for these functions. Other factors that are widely divergent from state to state are the source, control, and allocation of funds to conduct planning and evaluation activities. It was evident that no single organizational pattern fosters linkages between planning and evaluation. Therefore, the idea of developing a theoretical model(s) was abandoned. For this reason, strategies and examples are provided rather than a step-by-step procedure for implementation.

This information is based on the results of a review of literature, two surveys of states regarding the linking of planning and evaluation, and analyses and examples from three on-site case studies conducted in a western state, a midwestern state, and an eastern state (see Appendix A). This document should serve as a reference for generating ideas and identifying potential pitfalls as plans to improve planning and evaluation linkages are formulated.

ORGANIZATIONAL STRUCTURES

Any form of linkage in the administrative processes of vocational education at the state level is couched in the organizational structure of the state in question. The information gathered about state organizations in this current research effort agrees with two similar studies by Woodruff in 1978 and Gentry in 1979. The vocational education systems of the responding states and territories had similar objectives but were characterized by structures, delivery systems, and funding provisions which made each unique. A study of state governance structures in 1986 by Faddis, Struck, and Newton also found that thirty-nine of the fifty states operated under the state board of education. In some instances, the state board of education served as a separate board for vocational education.

The shift in organizational structure since the studies by Woodruff (1978) and Faddis et al. (1986) is towards splitting vocational education between the state board of education for secondary vocational education and a higher education governing body for postsecondary vocational education:

> Although the federal requirement for a sole state agency to administer secondary and postsecondary vocational education under the Perkins Act suggests a view that vocational education is, or can be made into, a unified system, the realities of state governance suggest something quite different. (Goodwin, 1989, p. 7)

One of the primary questions of the survey used for this study had to do with the actual organizational location of secondary and postsecondary vocational administration. While over a dozen organizational structures were identified, five major structures account for most state administrations. The five structures are as follows:

1. Separate secondary and postsecondary boards linked primarily by funding;
2. Combined administration under one vocational division;
3. Separate vocational division, secondary division, and higher education division;
4. Separate secondary and postsecondary boards with formal planning procedures and committees; and
5. Separate state board for vocational education.

The first structure includes two separate boards (see Figure 1), one primarily for secondary education and one primarily for postsecondary education. In most instances, the secondary board acts as the sole state agency for receiving Perkins funds for vocational education programs. The postsecondary board receives the federal funds in some states. Twelve states (28%) responding to the survey described this form of organization.

The second structure includes two variations of one basic structure. In this structure, vocational administration answers only to a state board of education (see Figure 2). A separate board or system for postsecondary education is present in the state, but no vocational programs come under its jurisdiction. Under the board of education, vocational education is administered within the department of education. Responsibility for secondary

and postsecondary vocational programs may be combined or separated into two units. Eleven (26%) of the survey respondents identified this organizational structure.

In the third structure (see Figure 3), administration of vocational education (both secondary and postsecondary) is in a unit or agency separate from the department of education and other agencies answering directly to the state board of education. As in the second structure, a separate system for higher education is present in the state but no vocational programs come under the jurisdiction of this board. Five states (12%) reported administrative organizations characterized by this structure.

The fourth major structure is very similar to the first structure (see Figure 4). The major difference is the presence of a formal or legislated committee set up to link the planning functions for secondary and postsecondary programs. This structure is becoming an increasingly popular form of vocational administration, as several respondents indicated that movement is being made within their states toward this structure. While Perkins monies flow primarily through the secondary agency, substantive input and exchange characterize the allocation and planning of programs at both levels. In some cases, all providers of vocational education (including the Job Training Partnership Act [JTPA] and community-based organizations) are involved in the joint planning and evaluation process. Seven states (16%) reported this structure.

The fifth structure, reported by four states (9%), is characterized by a separate state board for vocational education (see Figure 5). This board governs all vocational programs, both secondary and postsecondary, separate from other boards responsible for either secondary or postsecondary education. The state director for vocational education reports directly to the state board for vocational education.

These five major structures describe the locations of the vocational administration for most states. Some states have structures that were unique. The remaining four state respondents, consequently, were not included in the major structures described above.

Organizational Structures of Secondary and Postsecondary Vocational Administration

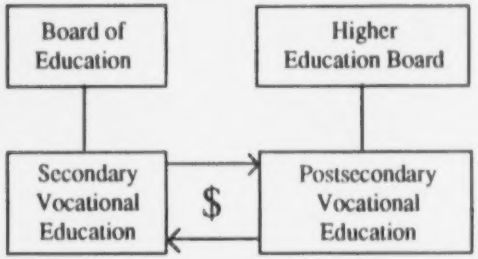

Figure 1: Separate secondary and postsecondary boards linked primarily by funding

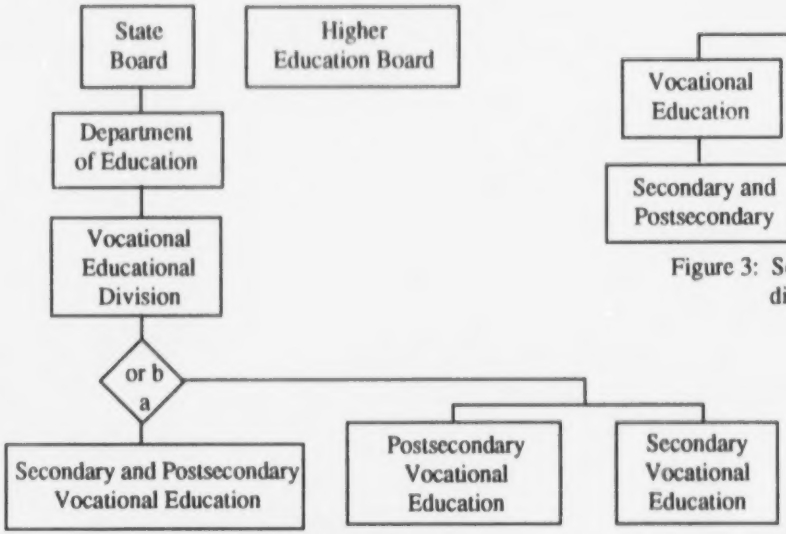

Figure 2: Combined administration under one vocational division

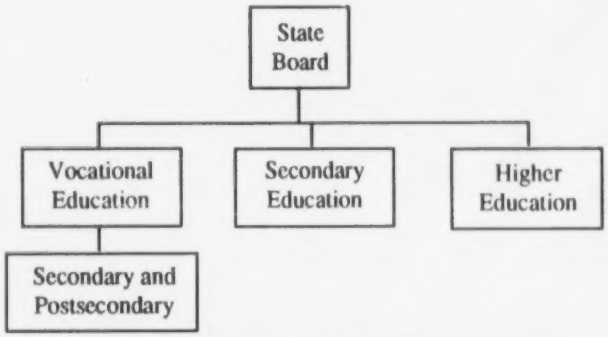

Figure 3: Separate vocational division, secondary division, and higher education division

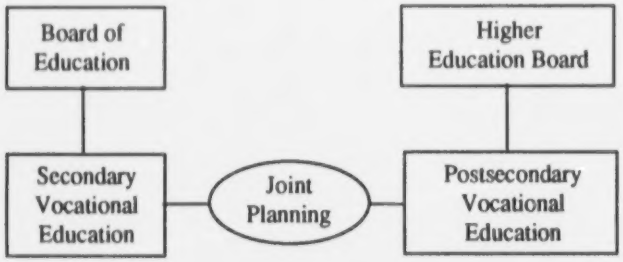

Figure 4: Separate secondary and postsecondary boards with formal planning procedures and committees

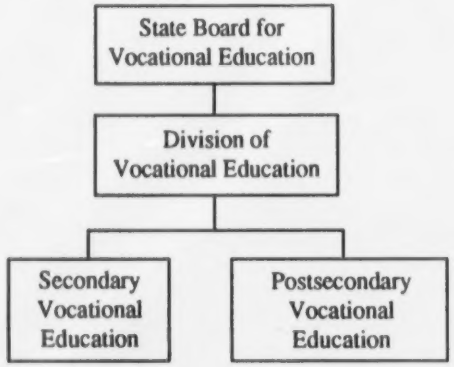

Figure 5: Separate state board for vocational education

SIGNIFICANCE OF STATE ORGANIZATION

The primary emphasis of this research was to identify linkages (or the lack thereof) between planning and evaluation in secondary and postsecondary administrations at the state and local level. Articulation, both horizontally and vertically, was also of interest.

In comparing the organizational structures identified by Woodruff (1978) and the data from the current survey, it is clear that a movement exists toward joint planning and administration of vocational education at the state board level (see Figure 4). At the same time, the actual administration of secondary and postsecondary education is still largely separate at the lower levels of administration. As the importance of overall coordination in national human resource development efforts continue, particularly with respect to articulation between secondary and postsecondary programs, the composition of state and local vocational education systems will become increasingly important (Lawrence, 1987). As this coordination develops, linkages between planning and evaluation may be one way to aid in the timely development of needed structural changes. Coordination across various agencies involved in aspects of human resource development remains a major governance problem. There is an increasing awareness of the need to bring coherence to governance of the overall education and training system (Lawrence, 1987).

While no one administrative structure appears to best accommodate planning and evaluation linkages, the structure illustrated in Figure 4 represents a deliberate effort to make planning and evaluation a more visible and coordinated process. Also, the tendency for some states to restructure in order to (1) effect coordination between secondary and postsecondary sectors, (2) enable regionalization of planning and evaluation procedures, and/or (3) allow for a more direct flow of planning and evaluation information into the policy or decision-making context suggests that administrative structures may be a tool for facilitating more effective planning and evaluation practices.

FACILITATING LINKAGES

Planning and evaluation continue to be important elements in vocational education legislation and administration. However, they are only components in a larger governance structure that is in a time of change. To tie them effectively into a comprehensive,

integrated method of administrating a state's education system, planning and evaluation must fit into the evolving scene of state organizational structures.

Upon reviewing the survey data and case study transcripts, several strategies became evident as potential aids in the linking of planning and evaluation through the improvement of statewide articulation and across all levels of education, from high schools to major universities. While all these strategies or incentives need not be present in a given state, their absence tends to be a disincentive to the linking of planning and evaluation.

Major Event (Change Initiative)

One factor prevalent in all three states involved in the case studies was the initiation of a major event at the state level. Such events provided a framework for developing new lines of cooperation, coordination, and linkages. The purpose (or result) of these major events was to provide a reference point from which all other initiatives could be generated. It could also be a vehicle to aid in questioning the status quo and working to try new approaches to educational administration. The events identified in the three case studies included a mandate from the legislature for program improvement, statewide initiatives for education for employment, and a project developing statewide expectations for the future. Each of the three states had several years invested in its major initiative, and the initiative was working to drive educational system changes. Because of the time involved in developing and implementing changes, these events must be viewed as long-term.

Policy Focus or Mission Statement

The selection of an impetus for change should be followed by a second important strategy. For linkages to develop, a policy focus or mission statement must be formulated by the state as a guide for its educational programs. This statement should be refined and clarified based on the results of linking planning and evaluation. The statement is often designed as long-range or strategic planning in the form of statewide objectives. This form of planning should include an analysis of available evaluation data in order to develop a direction for movement based on the status of education in the state. One associate superintendent from a state department of education indicated that a master plan must provide a state and regional focus on vocational education.

Leadership

Once an initiative for changes in objectives or procedures has been organized, leadership is needed at all levels of the organizational structure to build support for a change in the status quo. It is important to have a person or group of people working to direct the overall progress of change. One state identified the need for strong leaders at the regional and local level as well as at the state level. This need became clear as regional plans were submitted for review. Some regions had not developed the interaction and cooperation needed and expected of the regional organization.

Administrative Commitment

The process of realizing the goals of a mission statement relies heavily upon the strong commitment of the state department staff. Evidence of this is found in the ability of state staff to provide leadership in developing such mission statements. The state staff must gain support and create initiatives at the local and regional levels for mission statement objectives. Support from local and regional levels is essential for the long-term success of any initiative or program. Using and maintaining formal and informal ties between planning and evaluation for organizational and long-range planning as well as for program improvement will aid the development of statewide educational programs at all levels.

Interagency Cooperation

Interagency cooperation is critical to the flow of information and to the linkage of planning and evaluation. Interagency cooperation is necessary not only at the state level, but across agencies and community-based organizations at the local level as well.

The survey on linking planning and evaluation helped to identify several specific ways to achieve such cooperation. These include

1. involving associate or state directors in joint planning committees,

2. forming advisory groups to maintain contact with related groups at all levels of planning,

3. using joint planning meetings to involve interested groups and agencies,

4. using task forces to identify and organize the information needed from the various groups and agencies involved,

5. utilizing interagency planning councils to incorporate input from specific agencies on a continual basis, and

6. developing formal coordination agreements between agencies involved in the planning processes.

Regionalization

Regionalization is used for improving programs in all three of the case study states. Regionalization involves the development of articulation and cooperation at the local level among the local education agencies (LEAs) and between the LEAs (as a regional group) and postsecondary institutions. Regional coordination among government agencies, community- and privately-based vocational education and training providers, and the public educational institution fosters the inclusion of community needs in the planning and evaluation processes.

All three of the states studied used some form of regional organization. The formality of and the degree of control exerted by the organization varied from state to state. As a result of an analysis of the case studies, several factors appear to be important to the success of any form of regionalization used to benefit overall articulation, cooperation, planning, and evaluation.

Important Factors in Regionalization

State-Level Support

There must be support for the regionalization concept at the state level. As stated above, clear policy direction, leadership, and commitment must support the concept.

Joint Coordination Agreements

It is helpful to have a joint coordination agreement in place at the local level between secondary and postsecondary institutions before full scale implementation of regionalization. Such an agreement provides the time and structure needed to help build trust among the different institutions and gets them used to working together. Hindrances to forming a regional structure include the traditional competition and "turf battles" that sometimes develop among institutions and agencies. Time is needed to develop trust and understanding among all the groups involved before any major changes or projects are undertaken. One local administrator noted that he and many of his colleagues had feelings of "turf protection." He suspected that either the college wanted something from the local districts or that the college was in trouble and that it would "use" him. He feared that as soon as the college was out of trouble he and the other districts would be dropped from the regional agreement. This local official soon found, however, that regionalization "was a godsend because it brought together independent school districts and colleges into a very formal and friendly partnership in wanting to do things together." As a result, "a formal, yet friendly, partnership between public schools and colleges" was established. Such a planning process sets the tone for policy development, according to one state staff member.

Regional Boundaries

The actual composition of a region depends upon current structure and demographics and upon the willingness to redraw boundaries. The western state developed regions that have a group of local schools working with an area vocational center, a JTPA delivery area, several community-based providers, and at least one postsecondary institution. Each agency/institution across the state associates with only one region. In the midwestern state, there are twice as many regional systems as service delivery areas (SDAs) and community colleges as a result of the unwillingness to draw boundaries along existing SDA or community college borders. Determining which groups work together is difficult because of overlapping boundaries. Community-based organizations are not members of the regional boards. This problem has caused some difficulties in the use of the regional approach across the state.

The more clear-cut the regional boundaries are, the greater are the opportunities to form effective regional groups. The eastern state utilizes a regional approach at the secondary level and is working on better coordinating postsecondary interactions with those regions. In this state, the philosophies of secondary and postsecondary vocational

education are not compatible. Philosophical differences can hinder coordinated efforts towards statewide regionalization of all educational levels. All levels of education must equally support the regional approach and must see its benefits if such an initiative is to be successful.

Ownership and Control

One potential barrier to the regional approach is the issue of ownership and control. The western state has a very formal and structured approach to regional boards. Local schools, vocational centers, colleges, and other providers of vocational training are full members of the regional board. The midwestern state operates regional control boards that are supported by fees paid from members based on their full-time equivalent (FTE). Generally, the board consists of superintendents from each member district. Postsecondary institutions have ad hoc representation through a committee and do not pay a fee or directly influence board decisions. A few regions involve colleges as full voting members of the board. They pay prorated fees based on the number of enrolled full-time students. This format eased the general administrative costs to the colleges of operating the regional board and helped settle the issue of board control. Each college is a member equal to all the others and is on the board because of an interest in being involved in regional decisions. The issue of cost is not always a problem, depending on the regional administration design. It does become a concern when many districts are involved.

Benefits of Regionalization

Once a regional structure is developed and the major barriers are eliminated, there are many benefits to using a regional approach. On the regional level, the midwestern state looks at broader economic and demographic trends that impact on all members of the board. This information is then used for strategic planning and decision making.

Secondary-Postsecondary Coordination

Regionalization can help in moving towards improved articulation and coordination between secondary and postsecondary education. Duplication of programs can be lowered; dual credit courses can increase the potential for a greater, more broad-based student participation; and duplication of facilities and equipment can be decreased. The western state eliminates unwarranted duplication of programs within a region and uses available facilities as necessary. Some high school classes, for example, travel to a nearby college to

use the specialized equipment; and some college classes travel to area high schools to use the equipment in those facilities.

To better utilize students' time and to provide more flexibility, the midwestern state has developed dual credit acceptance programs for high school courses. Credit for these courses counts at both the high school and college levels.

Clear, open communications between secondary and postsecondary levels are needed to insure success in articulation initiatives. Moreover, compatible philosophies are necessary to that communication need. There are state-funded colleges in the eastern state that do not feel obligated to work with vocational education. Linking between secondary- and postsecondary education in that state is limited to interested colleges and to developing other approaches such as working with private technical schools to provide articulated programs.

Impacts on Funding

Funding is directed to the regional level to some degree in all three case studies. This allows for more efficient and effective use of funds because funding is distributed more equitably to the programs that need upgrading in a given year, depending on the funding use proposals that are collected from the local schools. Funding can become a problem, however, depending on the involvement of the postsecondary sector. Some colleges will be totally involved, pay their share of support, and have their funding also flow to the regional level. However, if a college is a guest, it will not pay the full amount of support and its funding will not necessarily go to the regional board level. This situation has been problematic in some instances.

Business and Industry Involvement

Another important benefit of regionalization is the involvement of business and industry. Funding problems can be alleviated to some degree by this sector. The midwestern state uses input from businesses and industries to help address the concerns of the end users of vocational education with respect to policies, mission statements, and approaches to integrating vocational and academic programs.

Information provided to the western state by business and industry is used to develop labor market information. This information serves as the basis for evaluating current programs and equipment with respect to meeting the needs of employers. As with the use of any data or information, the proper use of labor market data is essential. Most of the labor market data available is useful at the regional and state levels but is inappropriate at the LEA level. A regional director expressed caution in the use of labor market data to evaluate programs. His contention was that the labor market data may miss much of what is happening in industry. Canceling a program based on labor market data may result in removing from a school skill training needed by students in one or more other programs.

The eastern state involved business and industry personnel in developing a relevant vocational curriculum. Involving business and industry in regional efforts at articulation and development of up-to-date vocational programs provides expertise and funding as well as labor market information and helps to identify program needs.

Planning/Evaluation and Data Systems

Evaluation typically impacts on planning through an interactive state/local system. Local evaluations may be incorporated into the development of the state plan, or a state evaluation may influence the development of local plans. Evaluation is critical in program improvement efforts, most often providing the basis for developing local action plans and for funding improvement initiatives. Evaluation also serves to support funding and refunding of programs, courses, and vocational projects.

All three case study states have in-depth data collection systems and extensive evaluation procedures for analyzing the data collected. The lack of a well-designed planning and evaluation system or of a data collection system is detrimental in developing linkages between planning and evaluation, to articulation, and to regional administrative structures.

Some commonly used indicators may not be acceptable as evaluative measures. Performance indicators, for example, are recommended for use in evaluating vocational programs. One state official expressed concern about the use of indicators such as student

and employer satisfaction. He stressed the need to emphasize "what the students know and what they can do."

Comprehensive Approach to Vocational Education

Finally, one element contributing to effective linkage came more from on-site observation rather than from survey results—that is, an emphasis on comprehensive vocational education. Vocational education has several areas of instruction, and these areas can exhibit varying levels of strength, activity, and cooperation. An emphasis on individual areas of instruction can detract from viewing vocational education as a whole rather than as the sum of its parts. Attempts to regard vocational education from a more comprehensive perspective have the advantage of being able to detect the means for renewing programs and delivery systems for all of vocational education. The three case study states have vocational education administrative structures designed to aid in the coordination of vocational and academic education and to aid in coordination and cooperation across the service areas within vocational education.

SUMMARY OF FACTORS INVOLVED IN LINKING PLANNING AND EVALUATION

All the strategies or incentives that have been discussed must act or react within a state's existing environment. This environment is directly impacted by the governance structure of the state. It is recognized that these strategies or incentives that facilitate linking may themselves be facilitated by linking. The strategies and incentives that facilitate planning and evaluation include a major event, a clear policy direction, leadership, administrative commitment, interagency cooperation, some form of regional administrative structure, a planning/evaluation and data collection system, and comprehensive programs. Appendix B provides a checklist for determining the status of the suggested strategies in a given state.

The disincentives to linking planning and evaluation include tradition and maintaining the status quo; difficulty in taking risks in administrative planning; problems in understanding all of the benefits of articulation and linking; demographic differences across

a state's geography; the time needed to build trust among agencies, businesses, and individuals; and the lack of consistent evaluation procedures, philosophies, and contexts for secondary and postsecondary educational systems.

Through effective linking and articulation, the following positive impacts on vocational education can be generated:

- commitment to vocational education at all levels and an understanding of some of the problems involved,
- ownership of the local and regional groups in the planning process,
- cooperation and coordination of providers of vocational education, and
- improved funding utilization.

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APPENDIX A

RESEARCH METHODOLOGIES: STATE SURVEYS AND CASE STUDIES

The purpose of this research—funded by the National Center for Research in Vocational Education, University of California at Berkeley—was to develop research-based methodologies for improving evaluation utilization by better linking state-level planning and evaluation. The final objective of this research was to develop materials designed specifically to assist state vocational personnel in linking planning and evaluation within their respective states.

State Surveys

The first phase of this research included a literature review/synthesis and a national survey to elicit information from the states on planning and evaluation linkages. Particular care was taken to obtain data on activities in both secondary and postsecondary vocational education and on interaction or articulation between these two levels.

The review of literature indicated that there is considerable variance in the ways vocational education is organized and administered within states. Two types of surveys were developed. The purposes of the first survey were to obtain (1) information from state vocational directors about the organizational arrangement for administration of secondary and postsecondary vocational education and (2) the names, addresses, titles, and telephone numbers of the individuals responsible for planning and for evaluation at the secondary and postsecondary levels in each state. The data derived from this instrument formed the basis for all further contacts with the states.

The second and primary data collection instrument was designed to elicit basic information on how planning and evaluation were administratively organized and on how procedures were employed in strategic and operational planning and in mandated and optional evaluation activities. There were several states in which a response was not received from both secondary or postsecondary levels. Since this was a qualitative instrument, requiring data from multiple sources within many of the states, the response rate was deemed acceptable. Documentary analysis techniques were used to organize this

information and to develop a taxonomy of approaches to vocational planning and evaluation in the states.

Case Studies

The second phase of this project involved determination of provisional strategies for linking planning and evaluation. Specific linkage components were identified and assessed with the provisional strategies. These preliminary findings were used to develop interview procedures for the case studies in the third phase of this research. Information obtained during the research/data phase was used to prepare a portfolio of information on each site. Both the preliminary findings and the portfolio information were used to design a case study approach for gathering the necessary information to either (1) verify the provisional strategies or (2) contribute to refinement or revision of the provisional strategies.

The states chosen for in-depth study by use of on-site interviews were selected on the basis of the review of literature and the states' responses to both project questionnaires. Also, recommendations from selected state directors of vocational education and resource persons in the U.S. Office of Adult and Vocational Education and the National Council for Vocational Education were considered. States were selected primarily on the basis of their having exemplary planning and evaluation procedures. In addition, an attempt was made to accommodate other factors such as complexity (population and federal funding level), geographic region, and overall approach to administration of vocational education. As a result, three states were selected—a western state, a midwestern state, and an eastern state.

Approximately three days were spent in conducting interviews in each state. Interviews were held with the state director of vocational education, appropriate administrative personnel in the director's office, persons responsible for planning and evaluation at both secondary and postsecondary levels, and other persons within the state's department of education and/or community college administration and governing boards. Interviews were also conducted with regional and local personnel responsible for planning and/or evaluation. Both individual and group interviews were held in each state. The interviews were recorded for later transcription and analysis.

Interviews were open-ended but structured around areas of concern derived from the project's earlier research activities. The interviews focused primarily on ways in which planning and evaluation were mutually supportive, on factors that encouraged linking of planning and evaluation, and on factors that impeded such linking.

Data available from the state survey and the case studies was analyzed and examined against the proposed planning and evaluation linkage strategies. Results from this latter phase of analysis and refinement of the linkage strategies provided the substance for development of this document.

APPENDIX B

STRATEGIES FOR LINKING PLANNING AND EVALUATION IN VOCATIONAL AND TECHNICAL EDUCATION

Strategy	In Your State		
	Achieved	In Process	Not in Process
1. Major event at the state level			
a. Legislative mandate	_____	_____	_____
b. Statewide initiative	_____	_____	_____
2. Clear policy or mission statement	_____	_____	_____
3. Strong leadership available to build support for change	_____	_____	_____
4. Strong administrative commitment to vocational education	_____	_____	_____
5. Interagency cooperation			
a. State agencies	_____	_____	_____
b. Local providers of vocational education and training	_____	_____	_____
6. Regionalization			
a. Strong support from state level	_____	_____	_____
b. Articulation and coordination among secondary, postsecondary, and other vocational providers	_____	_____	_____
c. Regions based on community college service areas or other established boundaries	_____	_____	_____
d. Formal boards with representation of all area providers	_____	_____	_____
e. Regional board which controls funding	_____	_____	_____
f. Labor market data used to evaluate and plan programs	_____	_____	_____
g. Involvement of business and industry in evaluation and planning	_____	_____	_____
7. Efficient and accurate data system	_____	_____	_____
8. Efficient and effective evaluation system	_____	_____	_____
9. Emphasis on comprehensive vocational education with coordination and cooperation among program service areas	_____	_____	_____